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ABSTRACT

Services to imprisoned women under the age of 21 and the effects of incarceration on inmate mothers and their children are the two major subjects discussed in this report of a study conducted at the two state prison facilities for women in North Carolina. Information on these topics was obtained through site visits, interviews with staff and inmates, reviews of inmates' educational files, inmate statistical profiles, and a questionnaire. In part 1 of the report, educational, vocational, and psychological services, as well as recreation programs at the two facilities, are described. Conditions at the prisons are briefly compared, descriptive statistics on the inmate populations are provided, and elements of orientation and release programs are traced. Based on inmates' responses to the survey questionnaire, part 2 of the report provides descriptive data about the women and their children, giving an overview of programs at correctional facilities in other states which allow inmates greater contact with their children. Alternatives to incarceration are proposed. Among several recommendations offered are the suggestions that the current visiting schedule, which is totally unacceptable, be changed immediately and that reasonable alternatives to incarceration for women not a danger to society be developed. Related material, including the questionnaire filled in with frequency data, is appended. (RH)

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FOREWORD

The Governor's Advocacy Council on Children and Youth was created by the 1971 General Assembly to advocate for all children and young people in North Carolina. Its legislative mandate requires that the council "perform a continuing review of existing state government programs for children and youth and their families."

In keeping with this mandate, the council has conducted several studies of programs operated by the state. Educational services in training schools have been studied as well as the foster care system. This study began as a review of services for young women in prison, but as the study progressed the council became increasingly concerned about what happens to children when their mothers are incarcerated. The council hopes that this report will increase public awareness about the problems faced by women in prison and their families, and that administrators and legislators will use the recommendations as a guideline for improving services for incarcerated women and their children.

The council is grateful to Marian B. Durham of the GACCY staff, lead researcher and report writer, and to the many individuals, both agency officials and private citizens, who contributed to this report. Two individuals also deserve special recognition. Ms. Chris Hill compiled a large part of the information in the first part of the report while participating in an internship with GACCY through Appalachian State University. Also, Mrs. Georg' Ellen Betts volunteered countless hours to the project and was responsible for compiling the results of the survey. The council would also like to thank those individuals and groups who are concerned about incarcerated women and their children and will work toward implementing these recommendations.

Ruby B. Milgrom
Chairperson
Governor's Advocacy Council
on Children and Youth

May 27, 1981

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EXECUTIVE SUMMARY

The Governor's Advocacy Council on Children and Youth believes that special problems occur when a woman is sent to prison. This is especially true if she is a mother. The council conducted a study at the two state prison facilities for women---N.C. Correctional Center for Women in Raleigh and Cameron Morrison Youth Center in Hoffman.

The council's study reveals that:

--the number of women admitted to facilities in the last eight years increased more than 25% over admissions of male inmates for the same period of time

--three-fourths of the women in prison in North Carolina have children

--North Carolina's female prison inmates have more than 950 children

--only 17% of the female inmates are married, which means most were the primary caretaker for their children before they were sent to prison

--sixty percent of the women in prison were age 18 or younger when they had their first child

--nearly 80% of women in prisons in North Carolina are there for non-violent crimes

The council finds that:

--prison facilities for women are not adequate

--vocational and academic programs for women in prison are not adequate

--the prison system is not sensitive to the needs of women in prison who are mothers

Based on these findings, the council makes the following general recommendations:

--Women who are not a danger to society should not be sent to prison. Alternatives such as restitution and community service should be developed.

--For women who must be incarcerated, the prison program should be structured to accommodate the special needs of mothers in prison.

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INTRODUCTION

Services to imprisoned women under the age of 21 and the effects of incarceration on inmate mothers and their children are the two major subjects relating to female inmates covered by this report.

Historically, the Department of Correction (DOC) has received minimal funds from the General Assembly for program operation. Consequently, the prisons and the prisoners suffer. The physical facilities are generally old, overcrowded and in poor condition. The services provided to female offenders in North Carolina in the areas of education, vocational training, recreation, and counseling are generally not adequate.

In June 1975, a riot erupted on the campus of NCCCW. The riot lasted five days, and 250 women were put in segregation as a result. The conditions in the laundry were cited as one of the causes of the riot. Because of the riot, the 1975 General Assembly requested that the Legislative Research Commission conduct a study of programs for females in the Department of Correction. The Legislative Research Commission's report to the 1977 General Assembly contained many recommendations for improvement, particularly in the areas of vocational education and training.

DOC has made some improvements based on the Legislative Research Commission's recommendations, but because there are only 500 women compared to 15,000 men in prison, services are still limited. Basic services are available, but the special needs of women are not being met. According to U.S. Bureau of Prisons statistics, the number of women in state and federal correctional institutions is increasing twice as fast as the number of men, which means that the number of women and children affected by the inconsistency of the system is becoming much greater. Most of the women in prison are interested in and can benefit from vocational education and training. They also want and need assistance in setting goals and planning for the future for themselves and their families.

Families of women in prison, particularly children, present special problems. It is clear that family disruption occurs when the mother is incarcerated. Most of the women in prison (75%) are mothers separated from their children. While it would be rewarding if the criminal justice system could help improve poor family life situations, this may not be realistic. At the very least, the system does have a responsibility to "prevent destruction of family life through ignorance or indifference and to help each woman who comes into the system to make the best plans possible for her children."[1] The correctional system should be sensitive to these needs and should treat incarcerated women as parts of family units with parental responsibilities rather than just as individuals in need of rehabilitation.

SERVICES FOR YOUNG WOMEN IN PRISON

"Please help us."

--Inmate at N.C. Correctional Center
for Women

I. SERVICES FOR YOUNG WOMEN IN PRISON

Methodology

The first part of this report examines the services for women under the age of 21 who are in prison. The two prison facilities housing women, N.C. Correctional Center for Women in Raleigh and Cameron Morrison Youth Center near Hoffman, were visited, and interviews were conducted with staff members and inmates. Thirty-one individual educational files at NCCCW and 68 at Cameron Morrison were reviewed. Because complete information was not available for inmates in the orientation process, they were not included in the study.

Department of Correction central office staff and other individuals with an interest in the prison system were interviewed and provided useful information regarding current policy and recommendations for change. A list of persons contacted can be found in the Appendix.

Statistics in the inmate profile section were furnished by the Management Information and Research Division of the Department of Correction.

North Carolina Correctional Center for Women and Cameron Morrison Youth Center - A Comparison

The N.C. Correctional Center for Women was built in 1933 as a men's prison. It was converted to a female unit in 1938. The facility is old and drab, surrounded by chain link and barbed wire fences. The school building is the most cheerful, with bulletin boards in the halls and classrooms. Over 150 of the 500 women are housed in barracks-style dorms. These dorms have little living or recreation space and privacy is virtually non-existent. Community showers also preclude privacy. Frequently, women attending school are housed in these dorms, with little or no space for studying. Televisions and radios are allowed and add to the difficulty of evening study.

During free time, inmates have access to most of the 10-acre campus. The grounds are well-kept, and there are shady areas with benches where women spend leisure time outdoors.

A normal working day at NCCCW begins with breakfast at 6:00 a.m. Work projects start at 6:30 a.m. and continue until 2:30 p.m. Academic classes begin at 7:30 a.m. and continue until 3:00 p.m. Part-time students attend class from 2:30-4:30 p.m. Sick call is held at 7:00 a.m. Lunch is served in two shifts from 11:00-11:30 a.m. and from 11:30 a.m. to noon. Dinner is served from 4:30 to 5:00 p.m., after which all inmates are locked in their dorms. In warm weather, the women are not locked in their dorms until dark. Lights out is between 10:00 and 10:30 p.m.

Cameron Morrison, built in 1925, was a training school operated by the Department of Human Resources until it became a prison unit in 1976. Since the conversion, guard towers and fences have been installed. Although the sleeping area is barracks-style, the dorms do have several living areas. A large lobby is used for watching television and socializing, but other rooms are available for reading, studying, and other quiet activity.

In contast, to NCCCW, women at Cameron Morrison do not have free access to all areas of the campus. This is because both males and females are housed

at the facility and Department of Correction (DOC) policy does not allow mixing of men and women for any purpose, whether it be academic, vocational, recreational, or general living arrangements such as meals. The only exception to this policy is GED testing. Males and females have separate teaching staff and classrooms. Fences and gates separate the populations within the school building. The library is in the male part of the building, and females are only allowed to use it for a few hours twice a week. The shop area where vocational courses in carpentry, masonry, graphic arts and mechanical maintenance are taught is also located in the male part of the building. Females are not allowed access to these areas and consequently may not participate in these courses. No types of recreation are mixed, and females only have access to the gym once each week. Meals are also served separately, with males eating first, then females. Throughout the facility, fences divide the population. Females are escorted by prison employees at all times.

Several staff members indicated they would be willing to experiment with some mixing of the two populations, but this would require a change in DOC policy. One barrier to such a policy change is that "medium security" males may be shot during an escape attempt, but females cannot. Prison officials said that in some cases it is difficult to determine whether an escapee is male or female. Also, if a male and female attempt to escape together, the guard would not be able to shoot the male because of the danger of hitting the female.

A normal day at Cameron Morrison begins with breakfast at 7:00 a.m. School is in session from 9:00 a.m.-noon and 1:15-4:00 p.m. Lunch is served from 12:45-1:15 p.m. Sick calls are held in the morning and the evening. Dinner is served at 5:30 p.m., after which the women are locked in their dorms and allowed to watch television, study, or visit until lights out at 10:00 p.m.

Women at both institutions are classified into custody levels. Custody levels determine the color of shirts or dresses worn by inmates. "Medium custody" inmates wear blue, "minimum custody" inmates wear green. Custody levels also determine the dorm an inmate lives in, how much she can participate in programs, and community privileges she may be granted (See Appendix).

Compared to other state residential programs, the yearly cost per person in the prison system, approximately $8,500, is low. Other residential programs such as group homes, therapeutic camps, training schools, mental retardation centers, and psychiatric hospitals cost from $10,000 to $53,000 per person per year.

Recommendation: The National Advisory Commission on Criminal Justice Standards and Goals has recommended that coeducational institutions be established and sexually segregated institutions be abolished. According to the National Institute of Law Enforcement and Criminal Justice's Assessment of Coeducational Corrections, the benefits of coeducational institutions include reducing institutional control problems, smoothing out the process of reintegration into the "free world," and heterosexual coping skills and clarification of developing sex-identities by inmates.

The first cocorrectional facility was established in 1971 in Morganton, West VA. There are now 14 such facilities in the United States, four of which are part of the federal system. Cocorrectional facilities vary greatly as far as the amount of interaction allowed between males and females.

Cocorrections has not been adequately evaluated, but many professionals feel that the normalizing of prison life is advantageous to inmates and economically sound for the taxpayers.

North Carolina has an excellent opportunity to experiment with the concept of coeducational corrections at Cameron Morrison. Therefore, the council recommends that the Department of Correction allow males and females to attend class together, and examine the possibility of coeducational dining and recreation.

Orientation

All females who are committed to the Department of Correction (DOC) go directly to NCCCW for an orientation program which lasts 30 days, during which they are housed in a separate dorm. Upon completion of orientation, females who are under 21 years of age, have less than a 20-year sentence, are not pregnant, and are interested in participating in a school program are considered for transfer to Cameron Morrison.

All others remain at NCCCW for the duration of their sentence. Cameron Morrison is not equipped to handle the medical needs of pregnant women, but after delivery, if the woman meets the other requirements, she may be transferred to Morrison.

The Reception Center is a crowded, barracks-style dorm that houses an average of 45 inmates during the orientation process. The facility has a large sleeping area with bunk beds and a bathroom with one large shower, that offers no privacy. Little or no space is available for recreation or quiet time. Felons, misdemeanants, first offenders, and habitual offenders of all ages are housed in this unit.

A new 28-bed Reception Center is being constructed which would allow separation of women and would provide better facilities for some, but would not solve problems such as lack of privacy and space in the current Reception Center.

Medical examinations and psychological and achievement tests are given during the orientation. During the first week, the inmate is photographed and fingerprinted. Her personal belongings are inventoried, and prison clothes are given to her. A social history is compiled which includes information about the inmate's family, educational level, and previous contacts with the law. An approved list of visitors including family and friends is also developed. The inmate attends an orientation session given by representatives from various programs at the unit to familiarize her with the rules, regulations, and programs available.

After the testing process, which usually takes several weeks, each inmate is interviewed by a case analyst to determine her needs and goals. She then appears before a classification committee where a decision is made regarding program placement, whether it be school, work, or a combination. Placement is determined by considering the inmate's experience, interest, and abilities, and can include academic school, vocational training, or work.

NCCCW currently has one case analyst supervisor and two case analysts. Their roles include processing 50-60 women each month. Processing involves pre-sentence diagnostic work that judges may request before sentencing a convicted female. Analysts also function as supportive counselors for inmates who

are part of the regular population.

Identifying Data and Inmate Profile

The following information is based on the young female population on April 18, 1980. On this date, there were 56 females under 21 years of age at Cameron Morrison and 55 at NCCCW.

	Cameron Morrison		NCCCW	
	Number	Percent	Number	Percent
Age: 16	2	3.6	2	3.6
17	9	16.1	11	20.0
18	20	35.7	11	20.0
19	13	23.2	10	18.2
20	12	21.4	21	38.2
Race: White	24	42.9	27	49.1
Black	32	57.1	27	49.1
American Indian	0	0	1	1.8
IQ: 50-69	2	4.2	1	2.9
70-99	27	56.3	19	55.9
100-124	19	39.6	14	41.2
Education History:				
Community College Graduate	0	0	2	6.7
Some College	1	2.1	1	3.3
High School Graduate or Equivalency Test	2	4.2	3	10.0
Dropped out of Junior High School	12	25.5	7	23.3
Dropped out of High School	24	51.1	14	46.7
Expelled from Junior High	1	2.1	0	0
Expelled from High School	3	6.4	0	0
Enrolled in High School when Crime Committed	4	8.5	1	3.3
Achievement Test Score:				
Grades 2-4	11	22.9	3	8.8
5-8	33	68.8	26	76.5
9-11	3	6.3	5	14.7
Greater than 12	1	2.1	0	0
Alcohol Use (according to inmate)				
Do not drink	11	23.4	9	29.0
Drink occasionally	28	59.6	17	54.8
Drink frequently	5	10.6	3	9.7
Alcohol problem	3	6.4	2	6.5

	Cameron Morrison		NCCCW	
	Number	Percent	Number	Percent
Drug Use (according to inmate)				
Do not use drugs	14	29.8	11	35.5
Use occasionally	16	34.0	8	25.8
Use frequently - not addicted	10	21.3	8	25.8
Addicted	4	8.5	4	12.9
Former User	3	6.4	0	0
Occupation:				
No Gainful Occupation	16	28.6	9	16.4
Professional	1	1.8	1	1.8
Skilled	2	3.6	3	5.5
Semi-skilled	9	16.1	3	5.5
Unskilled	10	17.9	9	16.4
Student	9	16.1	2	3.6
Houseperson	0	0	1	1.8
Unknown	9	16.1	27	49.0
Crime:				
Felony	43	76.8	33	60.0
Misdemeanor	13	23.2	22	40.0
Custody Levels (see appendix)				
Minimum	33	58.9	31	56.4
Medium	22	39.3	23	41.8
Maximum	1	1.8	0	0
Close	0	0	1	1.8

The data show similarities between the population at Cameron Morrison and NCCCW. The majority of the inmates at Cameron Morrison are black, while there are equal numbers of black and white inmates at NCCCW. The average IQ is 93.3 at Cameron Morrison and 97.5 at NCCCW. An IQ of 100 is considered to be normal and below 70 is considered to be retarded. Generally the inmates had progressed further in public school at NCCCW and fewer were school drop-outs, but scores on achievement tests were higher at Cameron Morrison. None of the inmates at NCCCW had been expelled from public school, but four had at Cameron Morrison. While occupational information was not available for all inmates, the information available shows that prior to incarceration, more inmates at Cameron Morrison were either not employed or employed in unskilled occupations than at NCCCW.

More inmates at Cameron Morrison are felons than at NCCCW, but the numbers of females in "minimum" and "medium" security are similar.

Alcohol and drug use among the inmates from the two facilities is very similar. The majority of the inmates at both facilities had used drugs and alcohol, but few consider themselves to have an alcohol or drug problem. At Cameron Morrison, 38% of the inmates were under the influence of drugs or alcohol when the crime was committed, contrasted with 18% at NCCCW.

The most frequent crime committed by the female inmates is breaking and

entering (36% at Cameron Morrison and 35% at NCCCW). Other frequent crimes are robbery, assault, and forgery.

Educational Services

Recent federal (PL 94-142) and state legislation (G.S. 115-363-377) mandate that children under the age of 18 receive a free, appropriate public education. Children with special needs must also receive necessary related services. Correctional institutions are responsible for providing services to inmates who are identified as "children with special needs." G.S. 115-1.1 states that all children under 21 years of age must receive appropriate educational services. Each child who is considered a "child with special needs" must be properly evaluated and tested and an Individualized Educational Program (IEP) developed before any placement is made, according to G.S. 115-363-367. This legislation was used as a guideline by GACCY for the evaluation of the educational program for young incarcerated females in the Department of Correction.

The N.C. Correctional Center for Women has a very limited educational program. There are four state-funded positions: the principal, one social studies and science teacher, one grammar and literature teacher, and one math teacher. The educational program is not divided by level of achievement except for inmates preparing for the General Educational Development (GED) test. Therefore, the teachers must work individually with inmates on all levels. There are approximately 10 inmates in each class. A federal ESEA grant provides the school with teachers who primarily work with inmates under age 21 to bring their academic skills to GED level. After an inmate reaches the ninth grade level of achievement, she begins studying for GED test.

When the educational files were studied in November 1979, none contained an IEP. Reasons given for this were that there is no school counselor or psychologist, and teachers did not have time. State and federal law require IEP's for all children with special needs under age 18. The Department of Correction has received funds to improve educational services for inmates covered by this legislation, however, and officials in the department state that they are currently expanding educational services in order to be in compliance with the law.

Approximately 50 women at NCCCW have a high school diploma. According to the identifying data, six of them are under 21 years of age. Some receive their diploma before being imprisoned and others earn their diplomas after incarceration. Inmates having completed high school or its equivalent are offered the option of taking correspondence courses through the University of North Carolina at Chapel Hill with no charge for tuition or books. At the time of the GACCY review, only 12 inmates of the total were taking correspondence courses. When asked why this number was so small, one inmate said it was because there is no encouragement to do so, and teachers at NCCCW do not have time to assist the inmates with their studies on a regular basis.

School is in session from 7:30 a.m. until 3:15 p.m. Monday through Friday for full-time students. Part-time students may attend school for one or two hours between 2:30 and 4:30 p.m.

Because the major emphasis of Cameron Morrison is academic and vocational education, the facility has a more fully developed educational program than NCCCW. If an inmate does not wish to participate in an educational program, she is not considered for transfer to Cameron Morrison.

After being transferred to Cameron Morrison, the process of developing an IEP begins. This process takes between two weeks and a month. During this time, the inmate attends regular classes.

On the day that GACCY staff reviewed school records, 19 of 68 female inmates were not in school. Several had already completed the GED, but most had been temporarily suspended as a disciplinary action or dropped from school at their own request. One inmate was attending Richmond Technical Institute through the study release program.

IEP's were found in files of 16 inmate students at Cameron Morrison. Staff members stated that they are in the process of developing IEP's for all inmates even though they are not legally required to do so. Eleven inmates were classified as "children with special needs" according to the definitions developed by the Department of Public Instruction. Three were identified as mentally retarded, six as learning disabled, one as multiply handicapped, and one as speech and language disabled. All of these had IEP's. An additional 16 inmates were identified as "slow learners."

IEP's were generally well-written and included initiation and implementation dates. Since the facility has only been in operation for a little over a year, annual reviews of IEP's had not taken place.

With an average of 10 females in each class, the educational program is divided into three categories. Thirteen females were assigned to Level I (equivalent to grades 1-4), 26 to Level II (equivalent to grades 5-9), and 10 to GED. Educational services are designed to prepare the inmates for the GED test and focus on math and English. During interviews with GACCY staff, inmates expressed a desire for other academic subjects such as science and social studies.

All teachers employed by the Department of Correction have "A" teaching certificates. They work 12 months a year, compared to 10 months a year for teachers in the public schools, for approximately the same pay.

Vocational Services

Vocational programs offered at NCCCW are very limited and traditional. Secretarial Science, Cosmetology, and Upholstery are the only courses offered. Secretarial Science is a six-month course taught by instructors from Johnston Technical Institute. At present, 11 women are enrolled. Cosmetology is the most popular program, with 30 women enrolled. Upon completion of the 15-month course, the inmates take the Cosmetic Art Licensing Board exam. If they pass the exam, the inmates become licensed cosmetologists. Almost all inmates who take the exam pass. Some do not take the exam until they are paroled. Upholstery is a six-month course and, after completing 770 hours, the inmate receives certification. There is no exam for this program. After she is certified, the inmate works in the upholstery plant at NCCCW for $1.00 per day. Wake Technical Institute does not work with NCCCW in providing vocational classes. Staff members at NCCCW stated that Wake Tech has expressed no interest in cooperating with the prison, so Johnston Tech provides all vocational opportunities for inmates.

Dr. Swarn Dahiya, the school principal, recommended that more non-traditional vocational programs be offered. A questionnaire was distributed to

inmates by NCCCW in the fall of 1979 to determine the types of programs of primary interest to the inmates. Traditional programs such as the ones already offered were most popular, but Dr. Dahiya felt this was because the women are not aware of other alternatives. Dr. Dahiya felt that an introductory course explaining different types of vocations and what is involved with each would be beneficial to inmates. She also felt that they should be instructed in areas important in finding jobs, such as interviewing, attitude, and how to dress.

Dr. Dahiya said she would like courses to be offered in areas such as auto mechanics, electrical wiring, carpentry, and brick masonry. In her opinion, courses should not last longer than six months because interest seems to decline. She also felt that night courses would be beneficial for those inmates who elect to work during the day in order to have some income. Those who participate in the work program earn up to $1.00 per day.

Some aspects of the vocational program for females at Cameron Morrison are superior to those at NCCCW. The potential exists for an excellent program. The program, Vocational Delivery System (VDS), was originally funded with a Comprehensive Employment and Training Act (CETA) grant four years ago, before women were housed at Cameron Morrison. This program is now supported with state funds and serves both male and female inmates at Cameron Morrison and males at Sandhills Youth Center.

There are three components of VDS---Evaluation, Training, and Placement. Evaluation is a six-week process involving counseling, gathering background information, determining interest, and testing in the areas of ability, dexterity, and psychological evaluations. Work samples are used for testing ability and dexterity, and according to Ross Mann, director of vocational services, this process is the most complete in the Southeast. There are two staff members responsible for the evaluation process for all inmates, male and female. Vocational training employs two staff members for the males, but none for the females. The only vocational programs offered for females are Nurse's Aide, Secretarial Science, and Prenatal and Child Care. Males may opt for Mechanical Maintenance, Plumbing, Electrical Wiring, Carpentry, Masonry, and Graphic Arts.

The females at Cameron Morrison expressed a desire for other programs such as cashier, keypunch, and telephone operator training during interviews with GACCY staff. Others mentioned sewing, cooking, ceramics and quilting, and suggested night and weekend classes.

The Vocational Placement staff of three is housed at Sandhills Youth Center but also serves Cameron Morrison males and females. Placement staff is responsible for developing school and training plans as well as job plans.

In some cases there have been delays in hiring instructors for vocational programs. Richmond Technical Institute is responsible for hiring instructors. According to David Adeimy at Richmond Technical Institute, the reason for the delay is that it is difficult to find qualified instructors who are willing to work on a part-time basis. Also, some people are reluctant to work in a prison unit.

Mr. Adeimy stated that the females were much more enthusiastic and had a better attitude than the males. He said that he would like to offer more programs for the females, particularly nontraditional programs.

Psychological Services

The N.C. Correctional Center for Women employs one full-time psychologist and two part-time psychologists to serve the entire population. These psychologists must conduct psychological tests for inmates who are being considered for parole in addition to providing supportive counseling for the general population. As would be expected, a large proportion of the population is considered by prison officials to have moderate to severe mental problems. Psychologists spend a large part of their time dealing with situational crises, and have little time for routine psychotherapeutic counseling. Psychologists also assist with diagnostic testing during orientation. The department contracts with a private psychiatrist who is on campus 4-8 hours each week and is on call 24 hours a day.

An eight-bed in-patient unit was opened in November 1979. Five mental health nurses staff this facility and handle outpatient referrals. Since there is no clerical staff, the nurses also spend time typing, filing, and answering telephones.

Cameron Morrison's psychological services consist of one psychological director and two full-time psychologists. A private psychiatrist is contracted by the Department of Correction to serve Cameron Morrison. Ten males and females are seen by the psychiatrist on a regular basis. One of the psychologists screens the women before they are seen by the psychiatrist. An inmate can receive psychological treatment through a variety of sources: a court recommendation, a staff recommendation, a classification or disciplinary committee's recommendation or an inmate's self-referral.

Recreation

There is only one recreation director at NCCCW to serve the entire population. Volunteers are used on occasion to assist in the supervision of programs. Presently there exists a softball field, shuffleboard, and badminton courts. There is an auditorium/gymnasium, but the floor is warped so badly it is hardly usable. Even though they are inadequate, the recreational facilities and activities at NCCCW are superior to those at Cameron Morrison.

Cameron Morrison does not have a recreation director. One of the program staff members serves as part-time recreation director. The women at Cameron Morrison have very limited recreational opportunities. They only have access to the gym once each week, and no physical education classes are taught in school. In talking with inmates, it was evident that they were interested in more recreational activities and physical education classes. Staff members also mentioned recreation as an area which needs improvement. Staff members at NCCCW and Cameron Morrison felt that more activities should be organized for weekends.

Recommendation: Recreation should be part of the rehabilitation program in prison. It is important for all inmates, but particularly so for young inmates. Program staff should not be expected to organize the recreation activities at Cameron Morrison. GACCY recommends that a recreation worker be hired at Cameron Morrison. Program staff should be available to assist the recreation worker as needed.

Preparing for Release

As a step in reintegrating inmates into the community, NCCCW uses work release and study release for women who have reached Honor Grade Level IV. In the work release program, women go out into the community during the day unsupervised to work as waitresses, store clerks, sales people, etc. This allows the inmate to earn an income, establish trust, and begin functioning as a free citizen again. Since the inmate must reside at NCCCW or one of the four halfway houses, she may not be in or even close to her home community. If this is the case, after release she will have to find another job in her home community. Cameron Morrison does not have a work release program.

Both facilities offer a study release program. At NCCCW, inmates may attend N.C. State, Meredith, or various technical schools. The only facility close to Cameron Morrison is Richmond Technical Institute.

There are four halfway houses for females in North Carolina. They are located in Wilmington, Winston-Salem, Charlotte, and Greenville, and house eight to 10 females each. The halfway houses are administered by the male prison system. Several staff members felt that the operation of the halfway houses should be more closely linked to the two female units. Staff members also felt that more halfway houses should be available across the state so that women could find jobs closer to their homes.

INCARCERATED WOMEN AND THEIR FAMILIES

"Certainly, no humane society, either through ignorance or neglect, should tolerate the punishment of children for the offenses of their parents."

Why Punish The Children?

II. INCARCERATED WOMEN AND THEIR FAMILIES

Methodology

The second part of this report deals with the families of women in prison. A survey (see Appendix) was distributed to all females at NCCCW and Cameron Morrison. The women were not required to answer the questionnaire, but over 70% of the women did respond (364 at NCCCW and 82 at Cameron Morrison).

The main purpose of the survey and follow-up discussions with inmates and professionals in the field of correction was to determine the effects of incarceration on families, not just the inmate. The special problems experienced by incarcerated women and the effects of incarceration on their children are examined, and innovative approaches to the problems are discussed.

Background on Women

The first set of questions on the survey dealt with women during their childhood. Survey results show that 44% of the women did not live with both parents when they were children, but only 3% did not live with parents, grandparents, or other relatives.

Most of the women in prison are young, both nationally and in North Carolina. A 1977 National Study of Women's Correctional Programs showed 66% of the women in prison to be under 30 years of age, while the GACCY study showed that in North Carolina 72% of the incarcerated women are under 30.[2] At Cameron Morrison 52% stated that they were age 16 or younger when they first got in trouble with the law, as opposed to 20% at NCCCW. This is consistent with the fact that 22% of the women at Cameron Morrison had been to training school, compared to 13% at NCCCW. Nationally, 32% of the women in prison had been to training school.[3] It is also interesting to note that in North Carolina, 76% of the women are in prison for the first time.

Fourteen percent of the women inmates indicated that one or both of their parents had ever been in prison. This figure was lower than had been expected. Responses to the question may be unreliable since the women may have felt threatened by the question or may not have known that their parents had been incarcerated.

It is surprising that only 15% of the women stated that they had been abused as children. Again, the women may have felt threatened by the question, or they may have had a very different definition of what constitutes abuse.

Incarcerated Women and Their Children

Survey results show that 75% of the women in prison do have children. In fact, women in prison in North Carolina have an average of 2.4 children, which is well above the average for the general population of 1.9. Given the fact that most of the women are still of childbearing age, it can be assumed that many will probably have more children after they are released from prison. Because of this, it is important to determine the mothers' ability to adequately care for their children, and help improve parenting skills when necessary.

Of those who do have children, 60% were age 18 or younger when they had their first child. The recent GACCY study, Teenage Pregnancy in North Carolina: Better Choices For A Better Future, shows that teenagers are generally not prepared for the responsibilities of parenthood. Most of the children were living with their mothers prior to incarceration (83%) and most of the mothers plan for their children to live with them when they are released (90%), so it would seem that parenting and child development classes would be most important for inmate parents. Also, 58% of the women stated that they expect to be released in one year or less, which makes it important to offer the woman as many services as possible without delay.

It is interesting that 39% of the women were receiving public assistance cash payments through the Aid to Families with Dependent Children Program before they were incarcerated. This is well below the national figure of 56%.[4] Only 17% of the women are currently married, 32% are separated or divorced, 11% are widows, and 39% have never been married.

Since most of the women were heads-of-households and the primary caretaker, it is even more important for them to be adequately prepared for parenthood. It is also clear that removing the mother from the home completely disrupts the family and is traumatic for the children. According to Appeals Court Judge Willis P. Whichard, chairman of the Citizens Commission on Alternatives to Incarceration, "Separation of these mothers from society affects not only the mothers, but has significant implications for their children's social, psychological and moral development as well."[5] He also noted that "Often the taxpayer is burdened not only with the cost of warehousing the mother but with the cost of supporting her children in her absence as well."

Ages of Children and Consequences of Incarceration

Children of different ages are affected differently by their mother's incarceration. The newborn infant and the other preschool children are totally dependent on others to meet their needs. While it is possible for some one other than the mother to provide this care, evidence suggests that if a child "is cared for by a number of mother substitutes and does not have a continuing, close relationship with one 'mother person,' he is likely to develop later problems in his ability to relate to people."[6] Also, if this close relationship is established with someone other than the mother, the child and the mother may both suffer when she is released from prison.

At Cameron Morrison, 79% of the children of the inmates are age four or younger as opposed to 21% at NCCCW. All children of female inmates at Cameron Morrison and 52% at NCCCW are under 10. Therefore, a large number of children are separated from their mothers "during their early formative years when a positive nurturing relationship is considered essential to healthy child development."[7]

While children between the ages of six and twelve are more independent than younger children, they are still impressionable. Our study shows that 34% of the children of inmates at NCCCW and 19% at Cameron Morrison are between the ages of six and 12.

Adolescence is considered by many professionals to be a difficult time for the young person. Young people are changing both physically and emotionally during this period and are concerned and confused about independence and a sense

of identity. In order to emerge successfully from adolescence, constant support from family members is necessary. According to several studies, including Why Punish the Children?, "adolescents without these supports often respond to these new stresses with deviant behavior".[8] At NCCCW, 19% of the children of inmates were age 12 to 16.

Not all children react in the same way or to the same degree to their mothers' incarceration. Factors determining a child's reaction include age, the relationship with his mother prior to incarceration, the type of care he is receiving while the mother is incarcerated, the amount and quality of contact with the mother during incarceration, and the length of time the mother is incarcerated.

Most of the women (79%) stated that they were involved in the decision of where their children would stay while they were in prison, and three-fourths said they felt their children were in the best place. Seventy-four percent of the children were living with the mother's relatives. Only 14% were living with the father or the father's relatives. The rest were living with adoptive parents (3%), mother's friends (23%), or in foster care (6%). Most of the children (79%) have only stayed in one place since the mother's incarceration began. Twenty-four percent of the women said there was a social worker working with her and her children. Forty-nine percent of those who have social workers never see them, and 29% only see the social worker once in a while. The rest of the women (12%) said they see their social worker at least montnly.

Of those who responded, 76% of the women at NCCCW said their children know they are in prison, as opposed to 35% at Cameron Morrison. This is attributed to the fact that the women at Cameron Morrison and their children are generally younger than those at NCCCW. The difference in children's ages could also contribute to the fact that 66% of the women at NCCCW said their children visit compared to 51% at Cameron Morrison. Half of the women said that the grandparents bring the children to visit, and only 12% said the children's fathers bring them.

Visiting is generally considered to be rather unsatisfactory for several reasons. First, since the two prisons for women serve the entire state, many families have difficulty with transportation. Inmate mothers are dependent upon their children's caretakers to bring them to visit, and the caretakers may be reluctant to bring the children to the prison. Also, they may not be able to afford to bring the children on a regular basis. Over half (58%) of the women stated that their children visit once a month, once in a while, or rarely. Only 14% said their children visit weekly.

Transportation, however, is not the only problem with visitation. The facility at NCCCW is not conducive to meaningful interaction between mothers and their children. All of the women and their visitors are assembled in the auditorium, where there is a great deal of noise and confusion. The floor in the auditorium is warped, making it dangerous. Time allowed for visiting is two hours, but some of that time is taken for clearing the visitors, so it is conceivable that a family could travel for eight or more hours for a one hour visit.

It should be noted that although there are problems with visitation, the women are allowed to hold their children, while prisons in some states do not allow any physical contact.

Recommendation: Female inmates should be allowed and encouraged to maintain a high level of communication with their families. The current visiting schedule is totally unacceptable and should be changed immediately. At the very least, visiting should be allowed for a major portion of the day on Saturdays and Sundays. Visiting should not be restricted to the auditorium, but should be allowed throughout the campus. A special visiting area should be established at NCCCW and Cameron Morrison with toys and games for use by inmates and their children. Sessions on meaningful interaction between mothers and their children should be conducted on a regular basis at both facilities, and prison counseling staff should be available during visitation to help families as needed.

Comments on the questionnaires indicate that many of the mothers feel the need for a closer relationship with their children. The inmates show an interest in courses on parent-child relationships as well as improved visiting policies. Counseling and other services for children could also be helpful, according to survey results.

Innovative Programs

Several correctional facilities in the United States have recognized the importance of family contact for both inmates and their children and have developed policies and programs accordingly.

The Purdy Treatment Center for Women in Washington State has a program based on the following assumptions:

1. Since parenthood is a responsibility, not a privilege, mothers in a correctional setting should have the opportunity to fulfill their child care responsibilities to the fullest extent possible. Although inmate mothers cannot take full responsibility for their children, they should not be deprived of responsibilities that are realistic in light of their incarceration, and they should be permitted to make decisions which affect their children's lives.

2. Since a major part of a woman's identity in this society is linked to her role as mother, wife, and lover, a rehabilitation program that ignores these familial roles is treating only part of a woman.

3. It is important for children to know where their mothers are and why they are there.[9]

The program at Purdy includes a foster care program developed in cooperation with the state child welfare department. Children are placed in foster homes close to the prison. The inmate participates in the placement decision and meets with the foster mother on a regular basis to discuss the children. The inmate mother assumes responsibility for arranging for medical care, schooling and transportation as much as is feasible. The inmate is allowed to visit in the foster home and children are allowed to visit at Purdy anytime during daylight hours. Other components of the program at Purdy include social workers who act as family consultants, legal assistance and a strong family life program.

Several prison systems, including Florida and California, have begun programs which allow mothers to keep newborn babies with them. In California, a privately funded children's center is operated on the prison grounds where children and their mothers can visit on weekends. Other prison systems have experimented with day care centers inside the prison staffed by inmates who have participated in parenting and child development classes.

A variation of this idea which is becoming increasingly popular is the "Sesame Street Goes to Prison" project. The first project started in 1974 at the Federal Correctional Institution in Fort Worth, TX. The program now operates in many state and federal prisons across the country, including the Federal Correctional Institution in Butner, N.C. Volunteer inmates are trained to work with children using Sesame Street characters and concepts and on visiting days, children have a pleasant learning experience. The children are not the only ones who benefit, however. Many inmates do not have families to visit and as volunteers they have an opportunity to learn about child development and to interact with children. The program also gives parents the opportunity to talk privately during visiting hours.

All of these programs show a growing concern for the families of incarcerated offenders. The programs are positive attempts by prison officials to develop programs which speak to the needs of the children. Therefore, the council recommends that the Department of Correction investigate the possibility of establishing programs such as these at N.C. Correctional Center for Women and Cameron Morrison.

The goal of the Department of Correction should be to provide the following services:

1. Discussion groups, child development and homemaking classes, family counseling, and family law classes should be offered to mothers.

2. Individual and group counseling should be offered to children of offenders to help them deal with the many problems they may experience as a result of their parents' imprisonment.

3. Specialized foster homes and group residences should be developed for children of offenders in order to increase the range of child care options available to inmate mothers.

4. Volunteer transportation sources should be developed for families of offenders.

5. Family liaison programs should be established in which volunteers would act as mediators and advocates for inmate mothers in the outside community.

6. Work opportunities, housing resources and social support networks should be developed for families attempting to reunite after the mother's release from prison. 10

All of these recommendations will help to prevent further disruption or destruction of family units. Implementation of these programs will benefit not only female inmates and their children, but society as well.

A LOGICAL CONCLUSION - ALTERNATIVES TO INCARCERATION

North Carolina has the fifth-highest prison population in the country. The average prison inmate in North Carolina serves a term of 31.7 months, compared to the national average of 18.3 months. The cost of imprisonment in North Carolina is approximately $8,500 a year, with the average prison population being 16,000. The prison system is overcrowded and with the crime rate continuing to rise, the possibility of constructing more prisons at a cost of $36,550 per cell appears at first to be the only solution.

Many individuals and groups in recent years have determined that prisons in general do not rehabilitate criminals and do not deter crime. In fact, most criminal justice professionals are now suggesting that prisons are counter-productive, particularly for non violent offenders, who accounted for over three-fourths of the women admitted to prison in North Carolina in 1979.

Alternative programs have been developed in many states, and have proven to be effective, humane, and efficient. The oldest and most accepted alternative to incarceration is probation. While probation can be effective, generally probation caseworkers have unmanagable caseloads and cannot provide the client with adequate supervision, counseling, and other services.

Another major alternative is restitution. Restitution programs are becoming more popular in recent years as more interest is focused on the victims of crimes. Restitution programs assist the offender in finding or keeping a job and ensure that the victim is repaid. Everyone involved benefits: the offender has been punished but has not suffered separation from family, the victim has been repaid, and society benefits since the offender continues to pay taxes and support his or her family.

Community Service Programs are alternative programs where the offender is ordered to work for local government cleaning up neighborhoods, helping to maintain or renovate community buildings, assisting with civic projects, etc. Offenders can be ordered to work in a community service program a few hours a week if they are employed full time. Once again the offender is punished for committing a crime, but the community benefits.

Another type of alternative to incarceration is a residential community-based program such as a halfway house. Currently, halfway houses are used on occasion for females in the North Carolina prison system who are nearing their release date. Halfway houses could also be used as an alternative to jail before trial and sentencing, or as a sentencing alternative for judges. Most halfway houses are arranged so that the residents work in the community during the day and return to the house at night and on weekends. Santa Clara County, CA, has developed a program so that women and their children can live in the house together. These programs are less costly than prisons, and since the women are working, they can contribute to the cost of operating the house.

Alternatives to incarceration as described here are obviously preferable to the current situation in prison. Why, then, are there not more of these programs? The answer is twofold. First, communities generally do not have the financial resources to establish such programs. Second, since the state covers the entire cost of incarceration there is a financial incentive to send offenders to prison where the county does not have a financial burden to bear.

State subsidy programs have been established in several states as incentives to local governments to keep nonviolent offenders in their communities. With many local communities facing funding problems for currently operating programs, this may be a realistic method of funding alternatives to incarceration.

What is necessary for successful community based programs is an attitude change in society recognizing the benefits of such programs.

The council agrees that "insofar as possible, women should be diverted from the criminal justice system...certainly those women who pose a danger to the community must be incarcerated, but alternative forms of punishment such as fines and community service work assignments, restitution and intensive probation supervision are feasible for most of the female population."[11] Such programs would benefit not only the mother and her children, but taxpayers as well.

Therefore, the primary recommendation of this report is that the N.C. criminal justice system create reasonable alternatives to incarceration for women who are not a danger to society.

The council feels that it would be appropriate for the Legislative Research Commission to study the advantages of alternative programs and recommend methods of offering incentives to communities for establishing such programs. The council will pursue this with the assistance of its legislative members.

The importance of this recommendation cannot be overstated. Not only will fewer tax dollars be spent on women who have committed crimes, they will also be able to fulfil their responsibilities as parents. By leaving the family intact, the children will not develop emotional problems related to their mother's incarceration, and may be less likely to turn to a life of crime themselves. The council does believe that women should be held accountable for their actions. But it also believes that punishment should be arranged so that children do not suffer unnecessarily.

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Appendix A

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Mr. Carl Hampton, Principal, Cameron Morrison

Mr. David Butler, Assistant Principal, Cameron Morrison

Mr. Ross Mann, Vocational Director, Cameron Morrison

Mr. David Adeimy, Richmond Technical Institute

GACCY Women in Prison Committee

Senator Helen Marvin, Chairperson

Representative Lura Talley

Mrs. Thelma Zaytoun

Mr. Elijah Peterson

Appendix B
Custody-Conduct Levels

When a female offender enters the N.C. Correctional Center for Women, she is automatically in Maximum, Close, Medium or Minimum I Grade. She meets the Honor Grade Committee after serving a minimum of one-tenth (1/10) of her sentence if the sentence is over five years. If she is a felon and has a sentence of five years or less, she must serve a minimum of one month for each year of the sentence before meeting Honor Grade. If she is a felon Committed Youthful Offender, she must serve five percent of her sentence or six months, whichever is less. Women with life sentences or whose total sentence exceeds 50 years, meet the Committee after serving a minimum of eight years. All felons are reviewed at least every six months if in minimum custody.

A misdemeanant is reviewed by the Honor Grade Committee after she has been at the Center one month. She is then reviewed at least every three months.

Custody level and classification procedures determine housing, program participation and community privileges.

The following scale is used for community activities:

Medium I	None
Honor Grade Level I	Off-site work under supervision of a custodial agent
Honor Grade Level II	Community activity with staff supervision
Honor Grade Level III	Community Volunteer Pass
Honor Grade Level IV	Work Release, Study Release, Homes Leaves, Community Volunteer passes

APPENDIX C
SURVEY RESULTS

North Carolina
Department of Administration
Howard Building 112 West Lane Street Raleigh 27611

James B. Hunt, Jr., Governor
Joseph W. Grimsley, Secretary

Governor's Advocacy Council on Children and Youth
Ruby Milgrom, Chairman
John S. Niblock, Executive Director
(919) 733-6880

July 25, 1980

The Governor's Advocacy Council on Children and Youth is making a study of women in prison and problems they may have experienced as mothers who are separated from their children. The council hopes to suggest changes that will help you and your children.

Please fill out the enclosed questionnaire as completely as you can. If you do not have children, you will only need to answer questions 1-9. We would like for this information to be confidential, so do not put your name on your questionnaire. The staff of the Correctional Center will not see the questionnaires, so please feel free to express your feelings.

Survey of Women in Prison

Cameron Morrison
82 respondents

COUNTY_____

1. How old are you?

Under 21	55	41-50	0
21-25	25	51-60	0
26-30	1	Over 60	0
31-40	0	* NA	1

2. How long do you think you will be here?

Less than six months	34	5-10 years	4
6 months - 1 year	21	10-15 years	1
1-3 years	19	15-20 years	0
3-5 years	2	More than 20 years	1

3. When you were a child, who did you live with?

A Both parents	50	AC 1
B One parent	16	BD 1
C One parent and one step parent	3	CD 1
D Grandparents	4	
E Relatives	2	
F Foster Parents	1	
G Adoptive parents	1	
H Other: Specify	0	
	NA 1	

*No answer

4. Were either of your parents ever in prison?

Yes 14 No 60 Don't Know 4 NA 4

5. Were you abused as a child?

Yes 14 No 64 NA 4

6. How old were you when you first got into trouble with the law? (see attachment)
Were you ever in training school? Yes 16 No 58 NA 8

7. Is this your first time in prison?

Yes 65 No 13 NA 4

8. What is your current marital status?

Married: First 2
Second 1

Separated/Divorced 10
Widow 1
Never Married 61
NA 7

9. Do you have children?

Yes 35 No 47

10. If yes, how many? ___ (see attachment)

11. What are the age(s) of your child(ren)? (see attachment)

12. How old were you when you had your first child? (see attachment)

13. Were your children living with you before you came to prison?

Yes 28 No 7
If no, with whom were they living? (see attachment)

14. Have your parental rights been terminated so that your children could be adopted?

Yes 3 No 30 Don't Know 1

(If yes, when? Month____, Year____)

15. Have the children been adopted? Yes 6 No 27 Don't Know 1
NA 1

16. Were you receiving Aid to Families with Dependent Children (Welfare) before you came to prison? Yes 14 No 19 NA 2

17. Did you help decide who would keep your children while you were in prison?

Yes 27 No 7 NA 1

18. Is there a social worker working with you and your child?

Yes 7 No 26 NA 2

If yes, how often do you have contact with your social worker?
weekly 1 monthly 1 never 3
twice p/month 1 once in a while 1

19. Where are your children now?

A With their father	4		E With your friends	3	DE 1
B With their father's relatives	1		F In a foster home	0	CD 1
C With adoptive parents	5		Don't know	0	AD 1
D With your relatives	18				

20. Do you feel your children are in the best place? Yes 29 No 3
NA 1 don't know 1

21. Have your children stayed in more than one place since you have been in prison?

Yes 3 No 30 Don't Know 1 NA 1

If yes, how many places? more than 2 others 2
NA 1

22. Do your children know that you are in prison? Yes 12 No 19 Don't Know 8
NA 1

23. Do your children come to visit you? Yes 20 No 19

If yes, how often? (see attachment) Who brings them? (see attachment)

24. Is your child: yes 10 no 24 don't know 1

Having problems adjusting?	Yes 4	No	Don't Know
Having health problems?	Yes 2	No	Don't Know
Doing poorly in school?	Yes 2	No	Don't Know
Unhappy?	Yes 7	No	Don't Know
Nervous?	Yes 3	No	Don't Know
Involved with drugs?	Yes 0	No	Don't Know

NA 1

25. Have your children been in trouble with the law?

Yes 1 No 33 Don't Know 1

26. Do you plan for your children to live with you after you are released from prison?

Yes 30 No 1 Don't Know 4

If no, why not?
Parental rights terminated

27. Do you think you will have problems after you are released?

Yes 13 No 38 Don't Know 8 NA 23

If yes, what type? (discipline of children, financial, etc.)
financial 4 emotional 4
getting a job 3 adjusting 4
place to live 2

28. Are you having any problems now?
yes 36
no 31
NA 15

29. Please use this space for any suggestions you have for improvements here.

Thank you for your help.

Cameron Morrison
Attachment Sheet

6. How old were you when you first got into trouble with the law?

Age	No.	Age	No.
11	1	17	11
12	7	18	8
13	4	19	8
14	4	20	4
15	4	21	5
16	19	No answer	1

10. If yes, how many?

Children	Respondents
1	22
2	12
3	1

11. What are the age(s) of your child(ren)?

Age	Respondents	Age	Respondents
less than 1 year	4	5	1
1	8	6	5
2	13	7	1
3	10	8	2
4	3	9	1

12. How old were you when you had your first child?

Age	Respondents	Age	Respondents
13	1	18	6
14	6	19	4
15	4	20	1
16	6	21	1
17	6		

13a. If no, with whom were they living?

Your parents	4
Their father	0
Other relatives	1
Foster parents	1
Friends	0
Adoptive parents	1

19. Where are your children now?

			Combinations
A.	With their father	1	AC 1
B.	Father's relatives	1	CD 1
C.	Your relatives	18	CF 1
D.	Friends	3	
E.	Foster home	0	
	Don't know	0	
F.	Adoptive parents	5	
	No answer	1	

23a. Do your children come to visit you? If yes, how often?

Weekly	3
Twice per month	4
Once per month	2
Once in a while	2
Rarely	2
No answer	7

23b. Who brings them?

			Combinations
A.	Their father	2	AB 1
B.	Grandparents	9	BE 1
C.	Other relatives	0	
D.	Social worker	0	
E.	Friends	2	
F.	Other	0	
	No answer	5	

28. Are you having problems now?

(In order of importance as indicated by number of inmates mentioning the problem.)

1. Dormitories are locked during school hours and we have to sit outside in heat, cold, and wet weather if we're not attending classes.
2. Harassment and unfair treatment by staff, i.e., a whole dorm is penalized for the actions of one girl.
3. Adjusting to life in prison.
4. Adjusting to the separation from family.
5. Case workers and staff are prejudiced.
6. Have worked hard and behaved well for four years but am not given a chance for parole or release.
7. There is not enough to do here.
8. I want to go to college and am not receiving the proper preparatory courses.
9. There is no one to help me with serious family problems.

29. Suggestions for improvement.

LEGAL AND THE CORRECTIONS SYSTEM

1. More frequent review of sentences and inmates legal status.
2. Longer visiting hours.
3. Allow more than 3 adult visitors at a time.
4. More and better trained staff. Need counselors who work one on one with inmates and with families on the outside.

ADMINISTRATION AND MANAGEMENT

1. Allow girls to work in the kitchen.
2. Clean up the kitchen and dining area.
3. Better food and a more balanced diet.

   Several respondents stated that a male guard spits tobacco in the dining room while inmates are eating.
4. Better medical care.
5. Stop censoring mail.
6. Keep dorms unlocked during the day.
7. Allow use of the library to those who already have high school diplomas and and are not attending classes.

29. (cont.)

8. Better housing and improved yard areas.
9. Permit some contact with male residents. Open recreation times.
10. Develop and provide vocational training as an alternative to academic study.
11. Offer Bible study classes.
12. Fewer restrictions on phone calls especially when calls come in from outside and are pre-paid by family.
13. More activities especially for long termers.
14. More opportunity for off-campus activity.

INMATES PERSONAL WELFARE

1. More mirrors and showers.
2. Additional furniture in common areas.
3. Pay phones in all dorms.
4. Electric fans for all dorm bays and air conditioning as soon as possible.

North Carolina
Department of Administration
Howard Building 112 West Lane Street Raleigh 27611

James B. Hunt, Jr., Governor
Joseph W. Grimsley, Secretary

Governor's Advocacy Council on Children and Youth
Ruby Milgrom, Chairman
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(919) 733-6880

July 25, 1980

The Governor's Advocacy Council on Children and Youth is making a study of women in prison and problems they may have experienced as mothers who are separated from their children. The council hopes to suggest changes that will help you and your children.

Please fill out the enclosed questionnaire as completely as you can. If you do not have children, you will only need to answer questions 1-9. We would like for this information to be confidential, so do not put your name on your questionnaire. The staff of the Correctional Center will not see the questionnaires, so please feel free to express your feelings.

Survey of Women in Prison

North Carolina Correctional Center for Women COUNTY_____

1. How old are you? 364 respondents

Under 21	30	41-50	34
21-25	122	51-60	10
26-30	88	Over 60	1
31-40	78	NA	2

2. How long do you think you will be here?

Less than six months	111	5-10 years	26	don't know	1
6 months - 1 year	89	10-15 years	5	NA	6
1-3 years	70	15-20 years	12		
3-5 years	35	More than 20 years	9		

3. When you were a child, who did you live with?

A	Both parents	195	AB 3	DE 1	
B	One parent	67	AD 2	FG 1	
C	One parent and one step parent	27	AE 1	AEF 1	
D	Grandparents	28	AF 1	ADC 2	
E	Relatives	12	BC 1	BDE 2	
F	Foster Parents	5	BD 5	BCDE 2	
G	Adoptive parents	4	BE 1		
H	Other: Specify	0	CD 5		
		NA 1	CF 1		

4. Were either of your parents ever in prison?

Yes 45 No 301 Don't Know 13 NA 5

5. Were you abused as a child?

Yes 51 No 303 NA 10

6. How old were you when you first got into trouble with the law? (see attachment)
Were you ever in training school? Yes 41 No 282 NA 41

7. Is this your first time in prison?

Yes 266 No 89 NA 9

8. What is your current marital status?

Married: First 45
Second 23
Third 3
Separated/Divorced 128
Widow 47
Never Married 108
NA 10

9. Do you have children?

Yes 296 No 63 NA 3
pregnant now 2

10. If yes, how many? (see attachment)

11. What are the age(s) of your child(ren)? (see attachment)

12. How old were you when you had your first child? (see attachment)

13. Were your children living with you before you came to prison?

Yes 242 No 48 NA 11
If no, with whom were they living? (see attachment)

14. Have your parental rights been terminated so that your children could be adopted?

Yes 11 No 257 Don't Know 16 NA 17

(If yes, when? Month____, Year____)
NA 11

15. Have the children been adopted? Yes 13 No 257 Don't Know 5
NA 26

16. Were you receiving Aid to Families with Dependent Children (Welfare) before you came to prison? Yes 95 No 185 NA 21

17. Did you help decide who would keep your children while you were in prison?

Yes 223 No 58 NA 20

18. Is there a social worker working with you and your child?

Yes 68 No 208 NA 24 don't know 1

If yes, how often do you have contact with your social worker?
(see attachment)

19. Where are your children now? (see also continuation, attached)

A With their father	21	E With your friends	4
B With their father's relatives	11	F In a foster home	15
C With adoptive parents	4	Don't know	2
D With your relatives	175	NA	18

20. Do you feel your children are in the best place? Yes 236 No 35
don't know 6 NA 24

21. Have your children stayed in more than one place since you have been in prison?

Yes 62 No 216 Don't Know 6 NA 17

If yes, how many places?
one other 7 more than two 17 NA 6
two others 30 don't know 2

22. Do your children know that you are in prison? Yes 207 No 66 Don't Know 8

23. Do your children come to visit you? Yes 191 No 97 NA 13

If yes, how often? (see attachment) Who brings them? (see attachment)

24. Is your child: yes 151 no 105 don't know 15 NA 30

Having problems adjusting?	Yes 89	No	Don't Know
Having health problems?	Yes 36	No	Don't Know
Doing poorly in school?	Yes 43	No	Don't Know
Unhappy?	Yes 109	No	Don't Know
Nervous?	Yes 78	No	Don't Know
Involved with drugs?	Yes 7	No	Don't Know

25. Have your children been in trouble with the law?

Yes 21 No 268 Don't Know 5 NA 7

26. Do you plan for your children to live with you after you are released from prison?

Yes 268 No 16 Don't Know 11 NA 6

If no, why not?
children are grown, married, or living out-of-state
don't know where children are
others have legal custody

27. Do you think you will have problems after you are released?

Yes 54 No 238 Don't Know 31 NA 41

If yes, what type? (discipline of children, financial, etc.)

financial 29	place to live 4	health 1
marital 2	emotional 7	
w/children 6	adjusting 12	
getting a job 11	transportation 3	

28. Are you having any problems now?

yes 175
no 131
NA 58

29. Please use this space for any suggestions you have for improvements here.

Thank you for your help.

ATTACHMENT:

N.C. Correctional Center for Women - Answer Sheet

Question 6. How old were you when you first got into trouble with the law?

Age	#	Age	#	Age	#	Age	#
9	2	23	16	35	7	47	1
12	10	24	9	36	3	48	3
13	10	25	11	37	1	49	0
14	13	26	18	38	4	50	1
15	9	27	12	39	1	51	2
16	24	28	11	40	5	52	1
17	16	29	11	41	2	53	0
18	22	30	6	42	0	56	1
19	15	31	5	43	3	59	1
20	14	32	2	44	5	63	1
21	29	33	5	45	3	No Answer	24
22	12	34	5	46	3		

31-40

Question 10. How many children?

# of Children	# of Respondents	
1	115	
2	80	
3	56	
4	76	
5	13	
6	7	
7	3	
8	0	
9	0	
10	1	
11	1	
12	1	No Answer 2

Question 11. What are the age(s) of your child(ren)?

Age of child	# of Children
Less than 1 year	15
1 year	25
2 year	36
3 year	35
4 year	38

Question 11 (continued) What are the age(s) of your child(ren)?

Age of Child	# of Children
5 year	36
6 year	69
7 year	40
8 year	35
9 year	33
10 year	35
11 year	27
12 year	27
13 year	27
14 year	29
15 year	25
16 year	25
17 year	20
18 year	22
Over 18	96

No Answer 11

Question 12. How old were you when you had your first child?

Age in years	# of Respondents
9 years	2
13 years	5
14 years	8
15 years	27
16 years	48
17 years	42
18 years	63
19 years	35
20 years	14
21 years	20
22 years	7
23 years	5
24 years	7
25 years	4
Over 25 years	7

No Answer 6

Question 13a. Were your children living with you before you came to prison? If no, with whom were they living?

Your parents	19
Your husband	9
Other relatives	1
Foster Care	3
Friends	0
Other:	11
Independent	
Pregnant	2
Adopting Parents	
In hospital	

Question # 18a. Is there a social worker working with you and your child?

Of those who answered Yes:	# Respondents
Weekly	1
Twice per month	5
Monthly	3
Once in a while	13
Never	19
No Answer	27

Question #19 Where are your children now?

H With older siblings	3
G Living alone	5
J Independently	3

Combinations

AC	6
BI	1
BC	1
AD	1
DF	1
AE	1
AG	1
DJ	1
CE	1
ABE	1

Question #23a. How often children visit

Weekly	21
Twice per month	40
Once per month	26
Once in a while	31
Rarely	32
No Answer	44

Question #23b. Who brings them?

A. their father	13
B. Grandparents	58
C. Other relatives	31
D. Church members	1
E. Social Worker	1
F. Friends	4
G. Other	7
No Answer	58

Combinations

AB	6
BC	5
AC	2
CF	1
CD	1
DF	1
ABE	1

9/2/80

28. Are you having problems now?

PERSONAL ADJUSTMENT

1. Adjusting to separation from children, husband, and other family friends.
2. Coping with the noise of prison life.
3. Coping with behavior of other inmates.
4. Cannot get enough rest. Not enough food.
5. Personal problems I cannot discuss with chaplain.
6. Suffering poor health and am not getting treatment.
7. Pregnant, need better prenatal care.
8. Having marital problems, need a trained counselor to help.
9. Meeting conditions of parole while being pregnant.

FINANCIAL

1. Prices in the canteen are too high.
2. I haven't enough money to even make a phone call to my children.
3. I need to be on work release to help support my children.
4. I need a job, to be paroled soon.
5. Don't have enough money for cigarettes, candy or personal items.

FACILITY AND STAFF

1. Unfairness in disciplinary cases.
2. Harassment and racial discrimination by staff. Inconsistency of rules and regulations.
3. Staff is unqualified to answer questions about the sentences and legal status. "Everyone understands it a different way." I haven't made honor grade in 5 years, have no incentive to do well anymore." Staff fails to answer reuqest forms for interviews.
4. We have no privacy.
5. Afraid to trust staff or other inmates.
6. The degradation of strip searches.

COMMUNICATIONS

1. Cannot get information about family and children outside.
2. Cannot contact social worker who is helping children.
3. Having trouble making satisfactory arrangement for child who will be born while I am here.
4. Need to find a job as parole is coming up.
5. Social Services will not permit children to be brought to visit.
6. Family will not bring children to visit.

29. Suggestions for improvement.

ADMINISTRATION AND MANAGEMENT

Improve medical and dental care. Employ a physician who will hold regular sick-call and prescribe both medication and appropriate treatment for inmates.

More jobs and work release for honor grade prisoners and a special dorm for those who work where we can get the rest we need.

More opportunity for vocational training.

Better supervision in common areas.

Make available trained personal counseling other than with chaplain.

Better understanding of and attitude toward visitors.

More stable honor grade committee for youths.

Establish a grievance committee.

Better food, more nutritious, better balanced diet.

Clean the dining area. Longer lunch break. Most time is spent standing in line.

More programs and activities for all inmates. Specialized programs and activities geared to long-termers and young people.

Review and revise qualifications for honor grade.

Place suggestion boxes in all dorms.

Give more and accurate information regarding prisoners status and sentences, i.e., parole, grade levels.

Improve staff-prisoner relations by opening lines of communications, increasing awareness and humanizing attitudes with sensitivity.

Lower prices and more items in the canteen.

Stop internal shakedowns.

Stop strip searches.

Stop unnecessary harassment of women.

Provide fair, impartial treatment of all prisoners.

Place more trust in girls on work release.

Permit shopping more than 4 times per year.

Provide educational opportunity beyond the high school level. Earlier study release.

29. (cont.)

More recreation, group sports, exercise and body building classes.

Improve incentives for attaining honor grade.

Enforce the 10 minute rule regarding telephone use.

More visiting days and longer hours.

Review and revise the policy regarding the wearing of uniforms as opposed to personal clothing.

Educational opportunity for <u>older</u> women who didn't graduate from high school.

<u>LEGAL AND THE CORRECTIONS SYSTEM</u>

More and better trained staff.

Conjugal visiting.

Visiting between inmates who are married and both incarcerated.

Review and revise the conditional release program.

Plan and execute a system-wide building and dispersal plan that would separate the various grade levels and age levels from each other; provide proper care for the physically and mentally ill; permit incarceration closer to inmates homes; provide specialized facilities for specific programming such as vocational training or academic achievement with atomspheres conducive to the development of good work habits and attitudes.

Pay higher wages for the work we do.

Allow gain time for each day on the job.

Suspended sentences for mother's of young children.

Air condition the buildings.

More emergency gain-time jobs for women with long sentences.

A toll-free phone for contacting far away families.

Develop a way for children living out of state to visit once in a while.

Allow mothers to visit children who are in training school elsewhere in the state.

Replace male correctional officers with female officers.

Investigate job performance of parole officers.

<u>PERSONAL WELFARE OF THE INMATE</u>

Stop strip searches.

Develop ways to provide more privacy for inmates.

29. (cont.)

More comfortable beds.

Curtains in all dorms.

Investigate homosexual activity among inmates.

Drink machines in every dorm; also snacks.

Give cigarettes to women who smoke but have no money. Pressure would be relieved on those who have money to buy.

Better dresses to wear, maybe another color, coats for winter time, permit use of personal clothing.

Permit necessities such as toilet articles, to be sent from families and friends outside.

Better bed linen.

Freedom to spend our money like its ours, not theirs.

Unlimited number of gowns and undergarments.

More seats, chairs, places to sit other than the floor in TV areas. Additional TV sets.

THE MOTHER-CHILD RELATIONSHIP

More home leave, especially for long-term mothers.

Provide personal counseling.

More family visiting days, not just Sunday. Longer hours and more visitors at one time. Children allowed to visit any day they can be brought!

A special room or area equipped with games and toys where parents and children could visit together.

Services and counseling for children of inmates.

Allow children to be left for a whole day, or even a whole week-end, with the mother.

Allow babies born to mother's in prison to remain with the mother a period of time based on the mother's sentence and expectation of release up to 18 months to 2 years.

Permit children to play out of doors when visiting.

Separate visiting days for women with children.

A day care center for resident's children on NCCCW campus.

Open visiting for older (teenage) children in a special area for that purpose.

29. (cont.)

More seminars and classes in parent-child relationships, geared to ages of the children.

Develop alternatives to foster care for babies born in prison.

Monies to entertain children when visiting.

Counseling sessions on mother/child relationships, both individual and groups.

Have a regular, all day, parent/child visitation day perhaps once each month.

Allow mothers of children in training school to visit at children's school and vice versa.

SOME DIRECT QUOTES FROM THE WOMEN AT NCCCW

"It's not a nice place but they don't mistreat you."

"Thank you for your concern."

"Please help us."

"I want to get my GED." (The woman is 35 years old)

"Sometimes I get write-ups for things I didn't do."

"I think everything here is supervised very well. Everyone is very nice."

"No problems because here I have food, a bed to sleep in and a place to take a shower."

"I haven't made honor grade in 5 years. Have no incentive to do well anymore."

"I have a heart condition and am not getting proper care."

"...at the time I was sent to prison, my youngest child was only 8 months old now he thinks my sister is his mother."

"My child was born in prison, now lives in a foster home and is never brought to visit. He doesn't know I'm his natural mother and I plan to keep him after my release."

"This is a bad atmosphere for teaching my child when she visits."

"The Governor needs to investigate the whole prison system."